



## STAFF REPORT

### CITY OF COLUMBUS PLAN COMMISSION (October 12, 2011 Meeting)

**Docket No. / Project Title:** RZ-11-04 (City of Columbus Power House)  
**Staff:** Derek Naber  
  
**Applicant:** Columbus Redevelopment Commission  
**Property Size:** 1.80 Acres  
**Current Zoning:** P (Public / Semi-Public Facilities)  
**Proposed Zoning:** CD (Commercial: Downtown Center)  
**Location:** 148 Lindsey Street, in the City of Columbus

#### Background Summary:

The applicant has indicated that the proposed rezoning is for the purpose of allowing a restaurant. FARMbrew Columbus is moving into the former location of the Bartholomew County Senior Center. The CD (Commercial: Downtown Center) is a site development plan zoning district and any significant site alterations would require Plan Commission approval.

#### Preliminary Staff Recommendation:

Favorable Recommendation to the City Council.

#### Plan Commission Options:

In reviewing a request for rezoning the Plan Commission may (1) forward a favorable recommendation to the City Council, (2) forward an unfavorable recommendation to the City Council, (3) forward the application to City Council with no recommendation, or (4) continue the review to the next Plan Commission meeting. The Plan Commission may attach conditions to any recommendation which are to become written commitments of the applicant. The City Council makes all final decisions regarding rezoning applications.

#### Decision Criteria:

Indiana law and the Columbus Zoning Ordinance require that the Plan Commission and City Council pay reasonable regard to the following when considering a rezoning:

##### **The Comprehensive Plan.**

*Preliminary Staff Comments:* The Comprehensive Plan shows the future use of the property is Floodway/Sensitive Area because the property is in the Floodway. The Comprehensive Plan also shows that the property is in the Downtown Columbus character area because it is adjacent to the downtown area. The Comprehensive Plan encourages providing a mix of commercial uses within and near the downtown area and further encourages providing downtown businesses such as retail, restaurants, and offices along this portion of Third Street.

##### **The current conditions and the character of current structures and uses in each district.**

*Preliminary Staff Comments:* The subject property features the original water plant structure built in 1901 as well as a parking lot and wooded area. The property is separated by a railroad from the other

downtown zoned properties and is within walking distance from other businesses and active streets in the downtown such as 4<sup>th</sup> Street and Washington Street.

**The most desirable use for which the land in each district is adapted.**

*Preliminary Staff Comments:* The property is located within walking distance of the downtown area and is located along the east bank of the East Fork of the White River which creates an attractive location for possible commercial uses within the existing structure.

**The conservation of property values throughout the jurisdiction of the City of Columbus.**

*Preliminary Staff Comments:* The vacant structure at this location has various assets which include its proximity to the downtown as well as its views of the East Fork of the White River. The property itself, which contains a historical asset to the City of Columbus, would continue to be under review of the Plan Commission as part of a site development plan zoning district.

**Responsible growth and development.**

*Preliminary Staff Comments:* The proposed rezoning encourages commercial uses to locate in a vacant facility. The property which includes the original structure on a previously developed site, if rezoned, would compliment other adjacent properties and uses and function as part of the downtown area.

Current Property Information:	
<b>Land Use:</b>	Vacant (Community Center)
<b>Site Features:</b>	The site features a primary structure, parking lot, and wooded area.
<b>Flood Hazards:</b>	The property is located in the Floodway.
<b>Vehicle Access:</b>	The property gains access from Lindsey Street (Local, Commercial, Urban).

Surrounding Zoning and Land Use:		
	<b>Zoning:</b>	<b>Land Use:</b>
<b>North:</b>	P (Public / Semi-Public Facilities)	Park / Open Space
<b>South:</b>	P (Public / Semi-Public Facilities)	Vacant Land
<b>East:</b>	P (Public / Semi-Public Facilities) CD (Downtown Commercial)	Railroad Office
<b>West:</b>	AP (Agriculture: Preferred)	Wooded Area

<b>Zoning District Summary (Existing / Proposed):</b>		
	<b>Existing Zoning: P</b>	<b>Proposed Zoning: CD</b>
<b>Zoning District Intent:</b>	<p>The “P”, Public / Semi-Public Facilities zoning district is intended to provide locations for large-scale public facilities, worship facilities, and concentrations of other public institutions. This district should not be applied to single properties as a “spot” zone, but rather in those locations where a single large facility or combination of facilities forms an institutional center. This district is further intended to provide a set of setbacks and other requirement that respond to unique scale and other considerations common to these types of uses. This district should be applied to reduce land use conflicts and ensure that public and semi-public facilities are appropriately integrated into the community.</p>	<p>The “CD”, Commercial, Downtown zoning district is intended to serve as the primary commercial and activity center, where a complete range of goods, services, and entertainment is located. This district is intended to serve as a focal point, and to be the most intensely developed area in the community. This district is further intended to support the continued use of historic structures, to ensure a pedestrian-focused character, and to enable continued investment.</p>

<b>Permitted Uses:</b>	<p><b>GROUP 1 USES</b></p> <p>Residential Uses</p> <ul style="list-style-type: none"> <li>• Nursing Home / Assisted Living Facility</li> <li>• Retirement Facility</li> </ul> <p>Communications / Utilities Uses</p> <ul style="list-style-type: none"> <li>• Communications Service Exchange</li> </ul> <p>Public / Semi-Public Uses</p> <ul style="list-style-type: none"> <li>• Animal Shelter</li> <li>• Cemetery</li> <li>• Clinic</li> <li>• Community Center</li> <li>• Day Care Center (Adult or Child)</li> <li>• Government Office</li> <li>• Hospital</li> <li>• Institution for the developmentally disabled / mentally ill</li> <li>• Library</li> <li>• Private Club</li> <li>• Museum</li> </ul>	<p>Agriculture Uses</p> <ul style="list-style-type: none"> <li>• Farmer’s Market</li> </ul> <p>Residential Uses</p> <ul style="list-style-type: none"> <li>• Bed and Breakfast Facility</li> <li>• Dwellings, Secondary (on upper floors of other use)</li> </ul> <p>Public / Semi-Public Uses</p> <ul style="list-style-type: none"> <li>• Clinic</li> <li>• Day-Care Center (Adult or Child)</li> <li>• Funeral Home</li> <li>• Government Office</li> <li>• Library</li> <li>• Museum</li> <li>• Parking Lot / Garage (as a primary use)</li> <li>• Police, Fire, or Rescue Station</li> <li>• Post Office</li> <li>• Trade or Business School</li> </ul> <p>Park Uses</p> <ul style="list-style-type: none"> <li>• Nature Preserve / Conservation</li> </ul>
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	<ul style="list-style-type: none"> <li>• Parking Lot / Garage (as a primary use)</li> <li>• Police, Fire, or Rescue Station</li> <li>• Post Office</li> <li>• School (Grades Pre-school through 12)</li> <li>• Trade or Business School</li> <li>• University or College</li> <li>• Worship Facility</li> </ul> <p>Park Uses</p> <ul style="list-style-type: none"> <li>• Golf Course</li> <li>• Nature Preserve / Conservation Area</li> <li>• Park / Playground</li> </ul> <p>Commercial Uses</p> <ul style="list-style-type: none"> <li>• Conference Center</li> <li>• Health Spa</li> <li>• Instructional Center</li> <li>• Retreat Center</li> </ul> <p>GROUP 2 Uses</p> <p>Communications / Utilities Uses</p> <ul style="list-style-type: none"> <li>• Sewage Treatment Plant</li> <li>• Utility Substation</li> <li>• Water Tower</li> <li>• Wellfield / Water Treatment Facility</li> </ul> <p>Public / Semi-Public Uses</p> <ul style="list-style-type: none"> <li>• Airport (Public)</li> <li>• Animal Shelter</li> <li>• Correctional Facility</li> <li>• Fairgrounds</li> <li>• Government Facility (Non-Office)</li> </ul> <p>Park Uses</p> <ul style="list-style-type: none"> <li>• Amphitheater / Outdoor Venue</li> <li>• Athletic Complex</li> <li>• Driving Range (as a primary use)</li> </ul>	<p>Area</p> <ul style="list-style-type: none"> <li>• Park / Playground</li> </ul> <p>Commercial Uses</p> <ul style="list-style-type: none"> <li>• Conference Center</li> <li>• Data Processing / Call center</li> <li>• Farmer's Market</li> <li>• Health Spa</li> <li>• Hotel / Motel</li> <li>• Instructional Center</li> <li>• Liquor Store</li> <li>• Office Uses</li> <li>• Personal Service Uses</li> <li>• Recreation Uses (Small Scale)</li> <li>• Recreation Uses (Medium Scale)</li> <li>• Restaurant</li> <li>• Retail Uses (Small Scale)</li> <li>• Retail Uses (Medium Scale)</li> </ul>
<b>Water and Sewer Service:</b>	Required	Required
<b>Lot and/or Density Requirements:</b>	<b>Minimum Lot Area:</b> 20,000 square feet	<b>Minimum Lot Area:</b> 3,000 square feet

<p><b>Setbacks Required:</b></p> <p>Front setbacks are determined by the Thoroughfare Plan Classification of the adjacent street and are the same regardless of zoning.</p>	<p><b>Side Yard Setback:</b> Primary structure: 10 feet Accessory structure: 10 feet</p> <p><b>Rear Yard Setback:</b> Primary structure: 10 feet Accessory structure: 10 feet</p> <p><b>Front Yard Setback:</b> Local Street: 10 feet, or 25 feet for any auto service bay, auto fuel pump canopy, or other similar vehicle access points to structures.</p>	<p><b>Side Yard Setback:</b> Primary structure: 0 feet Accessory structure: 0 feet</p> <p><b>Rear Yard Setback:</b> Primary structure: 0 feet Accessory structure: 0 feet</p> <p><b>Front Yard Setback:</b> Local Street: 0 foot setback Build-to Line: 0 foot build-to, the build-to line shall not apply to primary structures on properties which include outdoor dining, assembly, or similar space which conforms to a 0 foot build-to line.</p>
<p><b>Height Restrictions:</b></p>	<p><b>Primary Structure:</b> 45 feet</p> <p><b>Accessory Structure:</b> 25 feet</p>	<p><b>Primary Structure:</b> 125 feet</p> <p><b>Accessory Structure:</b> 35 feet</p>
<p><b>Floor Area Requirements:</b></p>	<p>N/A</p>	<p><b>Minimum Living area per Dwelling:</b> Single-Family: 1,000 square feet Two-Family: 1,000 square feet Secondary: 500 square feet Multi-family: 500 square feet</p>
<p><b>Signs:</b></p>	<p><b>Wall Signs:</b> 1 maximum per frontage per use 15% or 150 square feet, whichever is less</p> <p><b>Freestanding Signs:</b> 1 per frontage per lot 50 square feet maximum 10 foot maximum height</p> <p><b>Window Signs:</b> 25% or 20 square feet, whichever is less</p>	<p><b>Wall Signs:</b> 1 maximum per frontage per use 8% or 200 square feet, whichever is less</p> <p><b>Freestanding Signs:</b> *1 per frontage per lot 50 square feet maximum 6 foot maximum height</p> <p>*Only permitted on lots which (a) exceeds 2 acres in area and (b) includes a primary structure that has a minimum front setback of 20 feet. This provision applies separately to each public street frontage for lots meeting the minimum size requirement, provided that the freestanding sign shall be placed on the qualifying frontage.</p> <p><b>Window Signs:</b> 15% or 20 square feet, whichever is less</p>

### History of this Location:

The relevant history of this property includes the following:

1. The existing building was constructed in 1901 as a water plant for the City of Columbus.
2. In 1965, the building and property became the home for the Bartholomew County Senior Center. The building's interior was later remodeled in 1976.
3. In 1994, the Tipton Bridge East subdivision officially dedicated the right-of-way for 2<sup>nd</sup> Street and created the current lot for the subject property (Lot 3).
4. Prior to the zoning ordinance revisions in 2008, the property was zoned Special Use (SU-11). The SU-11 zoning district was for public buildings and uses. Once the new zoning ordinance took effect, the property became zoned P (Public / Semi-Public Facilities).

### Comprehensive Plan Consideration(s):

The Future Land Use Map indicates the future use of this property as Floodway/Sensitive Area. The property is also adjacent to the downtown area.

The following Comprehensive Plan goal(s) and/or policy(ies) apply to this application:

1. **GOAL A-4:** Promote wise and efficient use of limited resources and nonrenewable resources, including but not limited to capital and land.
2. **POLICY A-4-2:** Encourage infill development, and/or use of vacant parcels for projects such as parks or other amenities which complement the neighborhoods in which they are located.
3. **POLICY A-4-3:** Prevent urban sprawl.
4. **POLICY C-1-8:** Continue to link green spaces and parks with People Trails.
5. **POLICY E-1-2:** Encourage retail, entertainment, restaurant, and similar uses which add to the vitality of the downtown, with emphasis on after-hours and weekend activities.
6. **POLICY E-2-6:** Protect the floodway areas from development, but allow existing buildings to be enlarged if the expansion can be done in a manner which does not increase flood heights nor endanger life or property.

This property is located in the Downtown Columbus character area. The following Planning Principle(s) apply to this application:

1. New development or redevelopment should enhance the positive qualities of downtown. A healthy land-use mix should be retained, including a variety of retail, office, financial, professional, and institutional uses. Suburban-type uses such as big-box retail stores should not be permitted.
2. Retail and restaurant uses should be encouraged in the downtown but not to the exclusion of existing office, professional, financial, and institutional uses.
3. Third Street is a primary route for people traveling through and within Columbus. As these properties become available for redevelopment, the city should encourage downtown-oriented businesses, such as retail, restaurant, and office on this Street.

The following Downtown Columbus Strategic Development Plan goals apply to this application: Pursue “vibrant urbanity” by converging markets (live, work, play, and shop) to shape Downtown into an engaging streetscape experience that encourages repeat visits by residents and visitors.

- Establish an interactive 24/7 multi-use arts, entertainment, and dining district.
- Provide enough choice to encourage return visits to Downtown by residents and tourists.
- Activate the western and southern zones of Downtown.

### Planning Consideration(s):

The following general site considerations, planning concepts, and other facts should be considered in the review of this application:

1. The City of Columbus Power House was last used as the Bartholomew County Senior Center, which moved to a new location at 900 Lindsey Street. The City of Columbus is seeking to lease the property to a private vendor as a commercial use. The proposed rezoning is to facilitate FarmBREW Columbus, a restaurant, moving into the subject property. A restaurant, which is not listed under any of the uses in the P (Public / Semi-Public Facilities) zoning district, would be permitted use in the CD (Downtown Commercial) zoning district.

2. The property was originally developed in 1901 as a water house for the City of Columbus. The property was later converted into the Bartholomew County Senior Center in 1965. The property still features the original structure as well as a parking lot. The western side of the lot is a wooded area that features the eastern bank of the East Fork of the White River.
3. The property has frontages along 2<sup>nd</sup> Street and Lindsey Street, but only has access from Lindsey Street. The Lindsey Street access point crosses a railroad owned by Louisville and Indiana Railroad Company.
4. The property is located within the Floodway and therefore any site feature modifications or structural alterations would require approval from the Indiana Department of Natural Resources. At this time, there are no structural or site feature modification requests for the subject property.
5. The property is adjacent to the downtown area for the City of Columbus and is only separated by a railroad from other downtown zoned properties. The subject property is within walking distance of important buildings such as The Commons and City Hall as well as active streets such as 4<sup>th</sup> Street and Washington Street.
6. The CD (Downtown Commercial) zoning district was recently altered through Zoning Ordinance revisions to be a site development plan zoning district. Any significant site feature modifications would require Plan Commission approval. Minor modifications such as changes of use which require no parking space changes and other minimal site feature modifications may be approved administratively. The CD (Downtown Commercial) zoning district and the P (Public / Semi-Public Facilities) zoning district are the only site development plan zoning districts.
7. According to Zoning Ordinance Section 7.1 (Part 1)(A)(1), all properties in the downtown zoning district do not require any off-street parking spaces. The on-site parking lot currently has 73 parking spaces of which 10 parking spaces are handicap accessible.
8. The Comprehensive Plan Land Use Plan Element encourages using existing buildings and infrastructure wherever possible which would reduce suburban sprawl on undeveloped land. By locating new businesses in vacant or underutilized facilities which were previously developed and use existing infrastructure, it saves resources and preserves undeveloped land.
9. The Comprehensive Plan Downtown Columbus Strategic Development Plan Element encourages providing a variety of uses to create a vibrant downtown area. By encouraging a variety of uses and businesses within a concentrated area (such as a downtown), it creates accessibility and connectivity between the uses which then use fewer resources and creates an active area.
10. The Comprehensive Plan Bicycle & Pedestrian Plan Element shows a proposed Tier 1 Multi-Use Path on the subject property, which would be part of a link between the existing multi-use path to the north (Mill Race – Noblitt Trail) to the multi-use path at the intersection of State Street, Central Avenue, 2<sup>nd</sup> Street, and 3<sup>rd</sup> Street (Haw Creek Trail).
11. There is currently a right-of-way vacation proposal (VAC-11-02) that is being reviewed by City Council. The proposal would vacate an undeveloped portion of the 2<sup>nd</sup> Street right-of-way, north of the subject property and west of Lindsey Street. This area is proposed to become an outdoor seating area for the restaurant.